

June 23, 1978

Mr. Jack Leister, Head Librarian  
Institute of Governmental Studies  
109 Moses Hall  
University of California  
Berkeley, CA 94720

Dear Mr. Leister:

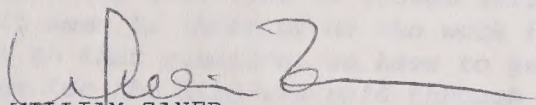
Attached are copies of "Jarvis" documents forwarded to our City Council during their deliberations on the matter. What I have included are the final drafts, as submitted to the Council.

If you are interested in the documentation leading up to these recommendations, please let me know and we will prepare a package for you.

In addition, I am including a copy of the material which we provided to our City employees in order to keep them advised as to the actions we were taking. If read in chronological order these Notes from the City Manager will give you an overview of the process as it took place in Union City.

If I can be of further assistance, please do not hesitate to contact me.

Very truly yours,

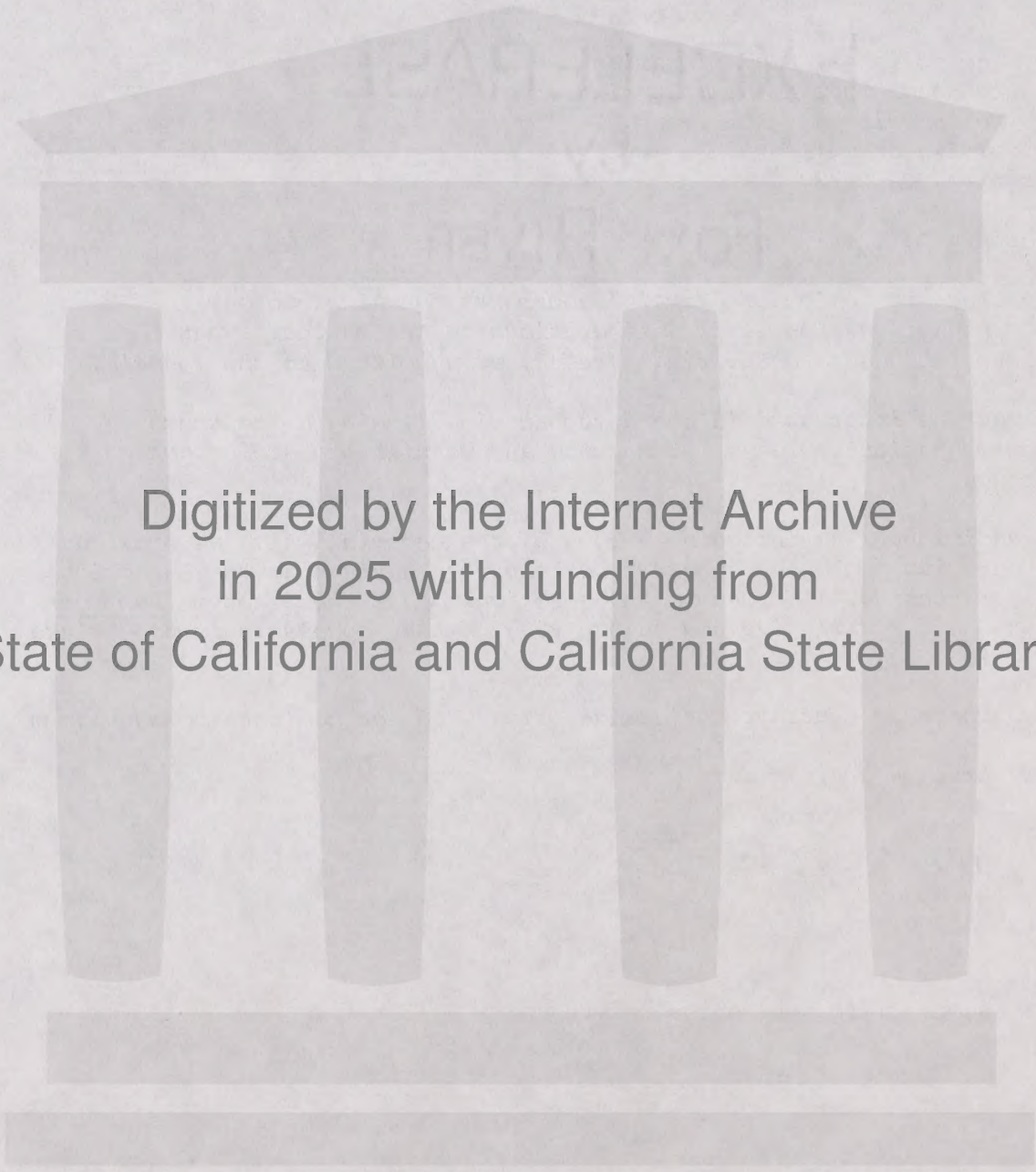
  
WILLIAM ZANER  
City Manager

cc: Eugene C. Lee, Director

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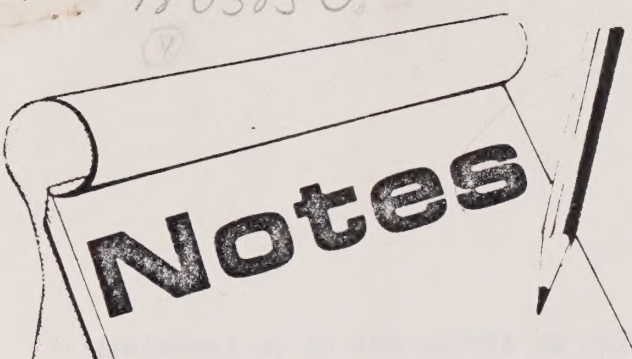
UNIVERSITY OF CALIFORNIA



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# Notes

## From the City Manager

Uppermost in everyone's mind, and especially those of us who work for public agencies, is the impact of the proposed Jarvis-Gann initiative. We have been studying the initiative carefully to see what impact it will have on Union City and can now begin to shed some light on the subject. In order to really understand what this measure means to us, it's important to first understand what the amendment does.

Simply put, the Jarvis-Gann initiative changes the manner in which we receive property taxes. At the present time, each government jurisdiction (cities, schools, county, flood control, water district, BART, etc.) levies a separate property tax. Under the Jarvis initiative that procedure would be done away with and a new system would be introduced. Under the new system the County of Alameda would collect property taxes for all the taxing jurisdictions within the county. The amount of money the County would be allowed to collect is limited to one percent (1%) of market value. Once the County has collected this money it would then be required to distribute it to the various cities, schools, special districts, etc., in accordance with some pre-determined formula. No one is quite sure what the formula will be since the Jarvis initiative leaves that up to the legislature. What is certain, however, is that the money collected by the county under the new system would be far less than the money now collected by individual jurisdictions under the existing system. There are some other provisions of the Jarvis initiative, however, they really don't have as great an effect as this proposed new way of collecting property taxes.

How does this kind of system affect Union City, and more importantly, what does it mean to those of us who work for the City? In order to understand the answer to that question, we have to get a little technical. Almost all of us working for the City are paid through the General Fund. This is the fund that "operates" the City and represents what might be called our "day-to-day" budget. The General Fund has approximately \$4.6 million in it. Of that amount, about \$2.3 million (about half) comes from property taxes (the other half comes from sales tax, licenses and permits, revenue sharing, and miscellaneous revenues.) Most of the \$4.6 million in the General Fund is used to pay our salaries. You can see immediately that any substantial reduction in money flowing into the General Fund must have a drastic effect on the salaries paid by that fund.

As outlined above, if the Jarvis amendment passes, there will be a new procedure for collecting and distributing property tax. We cannot tell precisely how much of the "new" money we would get because the legislature has not adopted the formula for distribution. However, we can make some educated guesses. If we assume that the County of Alameda will distribute the property tax in the same proportion as the taxing jurisdictions now receive money, then we can make some



UNION CITY



estimates as to the effect on our operation. Using this assumption (and most cities in the State of California are using the same thing) we find that we will lose approximately \$1.6 million in property taxes. This is a reduction of approximately 60-65 percent in our General Fund property tax revenue. Such a drastic reduction would be extremely difficult to deal with, however, there are still further complications.

We receive approximately \$300,000 per year in revenue sharing from the Federal government. That money is distributed to us on the basis of a formula, one factor of which is the amount of taxes collected here in Union City. If the amount of taxes we collect in Union City drops, as it will under the Jarvis initiative, then the amount of revenue sharing we receive will also decrease. We have no estimate as yet as to how much this decrease might be, however, we could expect it to be substantially below the \$300,000 we now receive. A second implication relates to CETA employees. If it became necessary to temporarily lay off or furlough regular employees, federal regulations might require a reduction in some CETA money flowing to the City. A fourth problem will occur because of a new Federal regulation requiring cities to be members of the Unemployment Insurance System as of January 1, 1978. Should we be forced to reduce the work force those persons who are layed off would be eligible for unemployment insurance at City expense. We could easily find ourselves in the dilemma of having to lay off more people than Jarvis would require in order to generate enough money to pay the unemployment insurance costs of the Jarvis layoffs.

What does it all boil down for us? We have begun to look at the programs we provide with an eye to reducing or eliminating services when possible. The City Council will be required to set priorities, taking into consideration the need to provide basic public safety services. This would undoubtedly mean reductions in the work force in some areas. We are also looking at other alternatives -- job sharing; reduced work hours, etc.

What's the next step? We're now in the midst of regular budget preparations. That gives us the opportunity to begin preparing a "Jarvis" budget -- one that we can use if the initiative passes. It won't be as detailed and elaborate as our regular budget but it will point out those programs which we recommend the City Council consider for reducing services if necessary. Copies of that "Jarvis" budget will go to every City employee -- regular, CETA, part-time, etc., so that everyone can review it. I hope to have such a document finished by the end of April.



In the meantime, there are two important things we can do as City employees. First, we need to make sure that our neighbors and friends understand what "Jarvis" means in Union City. Simply put, we'll have to reduce services by \$1.6 million. It's not clear yet which services would "go first" but when that is determined it needs to be publicized. Second, we need to avoid panic. The services we provide are important and valuable to people. When that is explained logically and without emotion to the voters the record shows that they reject radical solutions in favor of balanced, well thought out ones.

I'll keep you posted through your department heads and through this Newsletter of any new developments.



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# Notes

## From the City Manager

As noted in the last issue of these Notes, the impact of the Jarvis Amendment will be severe here in Union City -- a loss of approximately \$1.6 million. Now that the regular City budget is in its final stages of formulation, we've been able to get a "handle" on Jarvis. I've attached a preliminary impact statement which was delivered to the City Council earlier this week.

I know the document will raise more questions than it answers but, like all preliminary studies, it is a starting place for discussion. I feel strongly that we need to have a plan ready in the event "Jarvis" passes. Some people will claim that this constitutes a "scare" tactic. I disagree -- the essence of management is to foresee problems and plan a course of action before the problem overtakes you.

The process we will follow is quite simple. First, we are circulating the attached preliminary impact statement to all concerned parties. That way, everyone has a chance to start with the same data. Second, we need to refine the preliminary document. This will be done by involving our management team, employee unions, and individuals who may be interested in participating. I expect that this will result in several more drafts. Finally, the City Council will take our staff work and begin its public discussions. What results will be a plan we can use in the event the Jarvis initiative is successful.

I want to emphasize the public nature of the City Council's discussion. That discussion will provide opportunity for input from the public at large, organizations, interest groups, etc. It also gives us the opportunity to educate the public as to the impact of Jarvis.

Two additional comments--

1. Attached is a copy of a comparison of Proposition 8 and Proposition 13. I hope you will read it and share its contents with your neighbors.
2. A quick survey shows many city employees are not registered to vote. The deadline is May 8th -- don't let Jarvis place your job in jeopardy because you didn't vote. Your supervisor will give you time to come to the City Clerk's Office, or any fire station to register. Do it!!





PRELIMINARY: TYPICAL FINANCIAL/PROGRAM IMPLICATIONS  
OF JARVIS AMENDMENT

ACTIVITY	<u>PERSONNEL</u>		TOTAL \$ SAVINGS	PROGRAM EFFECT
	REGULAR	JARVIS		
1. City Manager -- Consolidate functions	3	3	12,103	Assume duties of City Clerk, Human Services Department; assume all clerical duties for City Clerk, Personnel, Finance, Human Services. Delete public affairs functions
2. Central Services	1	0	48,360	Discontinue interoffice mail service; eliminate City newsletter, misc. mailing, rental of YSB building. Discontinue clerical assistance to Finance Department and consolidate into City Manager's Office
3. Personnel	2	1	37,569	Eliminate all clerical assistance and consolidate into City Manager's Office. Discontinue all employee training; outside examination preparation; employee physicals.
4. Human Services	2	-	63,498	Eliminate department. Assign HCDA to Community Development; Manpower to City Manager; Planning to City Manager. Attempt to operate with grant funds as long as possible. Eliminate all studies, consultants, and new programs.
5. City Clerk	1	-	21,735	Assign to City Manager
6. Finance	3	2	33,972	Eliminate all clerical assistance; delete data processing service bureau and miscellaneous supplies.
7. Leisure Services	6	0	178,271	Delete all basic programs, close down all facilities except for fee programs. Close down youth program.

cont'd///



PRELIMINARY: TYPICAL FINANCIAL PROGRAM IMPLICATIONS  
OF JARVIS AMENDMENT

ACTIVITY	PERSONNEL		SAVINGS	PROGRAM EFFECT
	REGULAR	JARVIS		
8. Community Development	4	3	26,339	Discontinue all advance planning, special studies; delays in development processing will occur. Delete misc. supplies. Assume clerical duties for Building Department
9. Code Enforcement	4	2	42,923	Delete all clerical; eliminate one inspector, misc. supplies.
10. Animal Control	2.0	-	75,927	Delete entire program; alternative is to raise dog licenses to cover all costs (requires approx. triple fees)
11. Assistance to Civic Organizations	-	-	76,296	Delete all financial aide to civic organizations
12. Street Maintenance Personnel	10	6	85,532	Establish 2 two-man crews for all city street work (repairs, signs, painting, patching, Jetc.) retain clerical and absorb all divisions.
Street Lights	-	-	127,500	Turn off every other street light city-wide
Materials	-	-	60,000	Reduce supplies/materials needed to repair streets due to loss of personnel.
13. Grounds Maintenance Crews	12	4	165,513	Assign 2-man crews to either side of freeway. Perform critical operational functions only -- no repair if property is damaged.
Materials	-	-	95,000	Reduce supplies and materials needed to maintain parks, median strips, etc., due to loss of personnal and auto replacement
14. Public Works Admin.	2	2	6,304	Delete clerical support
15. Garage	2	1	20,540	Reduce manpower
16. Engineering	6	4	50,682	All development proposals delayed
TOTAL:	60	28	\$1,228,064	



PRELIMINARY: TYPICAL FINANCIAL/PROGRAM IMPLICATIONS  
OF JARVIS AMENDMENT

ACTIVITY	PERSONNEL		TOTAL \$ SAVINGS	PROGRAM EFFECT
	REGULAR	JARVIS		
1. Police Department:				
- YSB	3	-	84,802	Delete all YSB services
- Crime Prevention	1	-	34,605	Delete special crime prevention program
- TFC	1	-	23,556	Program assumed by patrol
- Investigations	<u>4</u>	<u>3</u>	<u>26,000</u>	Reduce
Total:	9	3	168,963	
2. Fire Department:				
- Fire Suppression	30	21	251,906	Close one fire station
- Training	<u>1</u>	<u>-</u>	<u>29,698</u>	Conduct training on company basis (some additional savings possible in supplies/part time clerical assistance)
Total:	31	21	281,604	





UNION  
CITY

# MEMORANDUM

TO: CITY COUNCIL

FROM: BILL ZANER, CITY MANAGER

SUBJECT: JARVIS-GANN INITIATIVE

DATE: 5/4/78

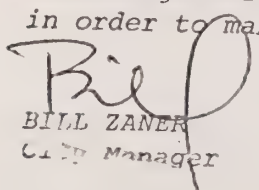
Attached to this memorandum are my recommendations to you for dealing with the Jarvis-Gann initiative. While the memo bears my signature, I have had the benefit of comments and reactions of department heads, members of the management team, and representatives of the employee unions. Despite this wide participation, these recommendations are one of the few documents I have authored which pleases no one, including myself.

In thinking through these recommendations, I have been guided by what I consider to be a single, paramount principle. Simply put, that principle is expressed by the phrase "in the public interest". Given the fact that reductions will be inevitable if Jarvis passes, I have carefully tested each of my conclusions and recommendations against the question "is this in the public interest"? Using that question as a base from which to operate I have assembled a list of some 35 programs in which I believe cuts can be made. Additionally, I have ranked those programs in order of priority starting with the least critical and ending with the most critical.

There is no question that the recommendations I have offered can be modified in an infinite number of ways. That responsibility ultimately falls to the City Council. In discharging that responsibility I urge each member of the City Council to test each statement, each conclusion, and each decision regarding this matter against the principle of "the public interest". I know of no other way one can deal with a situation so fraught with emotion, legitimate political pressures, and personal feelings. Discussion of this issue needs to be held publicly, not only to assure the integrity of the process, but to educate the public at large as to the consequences inherent in the passage of the Jarvis-Gann initiative.

At this point the City Council must deal directly with the question of which services are to be curtailed. Steps need to be taken now to notify employees of their status should Jarvis pass. I have attached a set of blank worksheets to assist you in setting down your thoughts.

I will be prepared to answer questions regarding my recommendations and to provide you with any additional financial information you feel you may need in order to make a final decision.

  
BILL ZANER  
City Manager

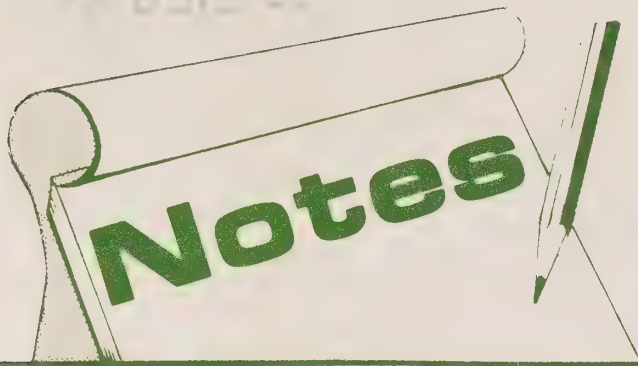
Attach.

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## From the City Manager

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This is the third (but certainly not the last) issue of these Notes devoted to the Jarvis-Gann initiative. You may remember that I made a number of promises regarding the process I would go through to arrive at a "final" recommendation to the City Council. These included:

1. The circulation of a preliminary impact statement to all employees.
2. The refinement of that preliminary impact statement by involving members of the management team, employee organizations, and individuals who expressed a particular interest.
3. Distribution of the "final" recommendations to every City employee.
4. Public discussions by the City Council so that all employees and members of the public would have an opportunity to react to my recommendations.

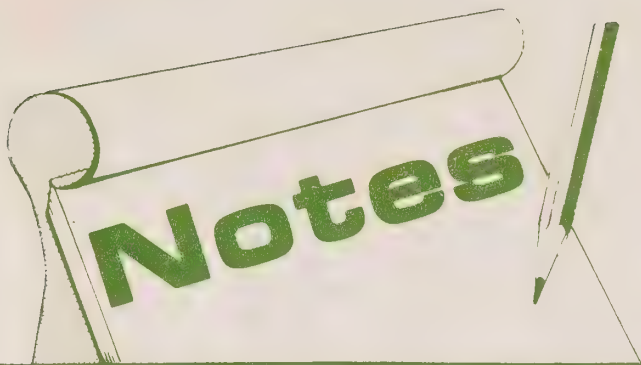
Items 1 and 2 above have been completed. I might note that I received considerable comment and suggestions from the employee organizations. Many of these suggestions were quite helpful in coming to a final recommendation and are included in the attached document. Item #3 -- the distribution of a final document to all City employees -- is attached to this memorandum. The City Council will begin public discussions as called for in Item #4 on May 8, 1978, with subsequent budget discussions on May 22, 30; June 12, 21, 26th. For those of you who are unable to attend those sessions I will keep you advised as to City Council decisions through your department heads and with future issues of these Notes.

As you read through the recommendations, I'm sure you will find items with which you disagree. It would have been much simpler (and certainly much less frustrating for me) to have simply handed the current budget to the City Council and asked for further instructions. While that may have been the simplest and least painful course of action on my part, it also would have been a most irresponsible one.

I have an obligation to advise the Council, and through them, the general public as to the means by which I believe they can best accommodate a substantial reduction in revenue. I believe it is important that you understand, therefore, the criterion I used in coming to the recommendations attached. First, I tried not to eliminate revenue-producing programs. Second, I decreased public health and safety programs as a last resort. Finally, I tried to assess which programs affect the public interest more dramatically than others. That is the way I went about assembling the recommended priority list attached to these Notes. Given the fact that Jarvis will require some reductions, I believe the public interest is best served by cutting







-2-

## From the City Manager

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*programs in the order listed on the priority sheet. There's no question in my mind that almost everyone will find some variation more to his/her liking. The ultimate and most difficult decision rests, of course, with the City Council.*

*As unpleasant as it may be, it is important that we begin discussing the layoff and rehiring process with employee organizations. We have been surveying other municipal jurisdictions to determine what systems appear to be most equitable. We will begin meeting with employee associations immediately in order to work out the details of such a plan. I am sure that your respective organizations will keep you advised of those discussions and I will make a point of addressing that question in subsequent issues of these Notes.*

*I want to express my special thanks to those employees who have taken the time to communicate their thoughts to me. There is some consolation in knowing that your fellow workers understand the need to consider city-wide priorities in place of departmental or even personal ones.*





PRELIMINARY: TYPICAL FINANCIAL/PROGRAM IMPLICATIONS  
OF JARVIS AMENDMENT

ACTIVITY	PERSONNEL		TOTAL \$ SAVINGS	PROGRAM EFFECT
	REGULAR	JARVIS		
1. City Manager	3	3	12,103	Assume duties of: City Clerk, Personnel, Human Services Departments. Discontinue: public affairs, internship pr'gms.
2. Central Services	2	1	48,360	Discontinue interoffice mail service; eliminate City newsletter, misc. mailing, rental of YSB building. Discontinue clerical assistance to Finance Dept., and consolidate into City Manager's Office. Retain switchboard.
3. Personnel	2	0	71,290	Eliminate department. Assign functions to City Manager's office. Discontinue all employee training; outside examination preparation; employee physicals; safety pr'gms.
4. Human Services	2	0	63,948	Eliminate department. Assign HCDA to Community Development; Manpower to City Manager; Planning to City Manager. Attempt to operate with grant funds as long as possible. Eliminate all studies, consultants, and new programs.
5. City Clerk	1	0	21,735	Eliminate department. Assign function to City Manager.
6. Finance	3	2	33,972	Eliminate all clerical assistance; delete data processing service bureau and misc. supplies; delete some internal financial reports.
7. Leisure Services				Eliminate Department.
A. Basic Program	6	0	178,271	Delete all basic programs; Close: after school parks, playgrounds; community centers; gymns; youth programs
B. Lease/United Youth	-	-	11,520	Attempt to cancel without penalty.
8. Community Development	4	3	26,339	Discontinue all advance planning, special studies; delays in development processing will occur. Delete misc. supplies. Assume clerical duties for Bldg. Dept.



ACTIVITY	PERSONNEL		TOTAL \$ SAVINGS	PROGRAM EFFECT
	REGULAR	JARVIS		
9. Code Enforcement	4	2	42,923	Delete all clerical; eliminate one inspector, misc. supplies; delays in processing plans for new construction; decrease enforcement of Zoning Ordinance
10. Animal Control	2	-	67,008	Delete entire program; assign dead animal pickup to police department; alternative is to raise dog licenses to cover all costs (requires approx. triple fees)
11. Assistance to Civic Organizations	-	-	56,000	Delete all financial aide to civic organizations. Includes Chamber of Commerce; youth sports groups, etc.
12. Street Maintenance:				
A. Use of Gas Tax	10	10	215,000	Allocate 2106 Gas Tax to street maintenance salaries. Eliminate <u>all</u> traffic improvement projects with the exception of H Street (Gas tax balance allows this for 1 year only) Delete: Alvarado Blvd (Dyer to Horner Street) Hop Ranch Road; Resurfacing misc. streets; signals at Alvarado/Dyer; Alvarado-Niles/Dyer; Alvarado-Niles Hop Ranch.
B. Street Lights	-		127,000	Turn off every other street light city-wide.
13. Grounds Maintenance Crews	12	4	165,513	Assign 2-man crews to either side of freeway. Perform critical operational functions only -- no repair if property is damaged.
Materials	-	-	95,000	Reduce supplies and materials needed to maintain parks, median strips, etc., due to loss of personnel and auto replacement.
14. Public Works Admin.	2	2	6,304	Delete part-time clerical support. Delay in program processing.
15. Garage	2	1	20,540	Reduce manpower. Delay in placing vehicles into service.
16. Engineering	8	4	50,682	Reduce manpower; all development proposals delayed. No city capital improvement projects.



ACTIVITY	PERSONNEL		TOTAL \$ SAVINGS	PROGRAM EFFECT
	REGULAR	JARVIS		
17. City Attorney	-	-	1,500	Reduce services to City Council, Planning Commission, staff.
18. Police Department				
A. Warrant Service	-	-	6,000	Discontinue service of warrants (by reserves) for minor offenses originating in other cities.
B. YSB	4	-	84,802	Delete all YSB services (includes 1 sworn police officer). Assign juvenile duties to on-going patrol. Counseling to be left to County or community-based groups.
C. Jail Service	-	-	18,000	Discontinue use of Fremont jail. Transport prisoners directly to Santa Rita. Will result in loss of "street time" for sworn officers and inconvenience to Union City residents.
D. Part-Time Personnel	-	-	33,000	Eliminate all crossing guards and police cadets.
E. Traffic	1	0	23,556	Delete program including 1 sworn officer. Assign function to on-going patrol.
F. Crime Prevention	1	-	34,605	Delete program including 1 sworn police officer.
G. Records/ Comm.	10	8	36,246	Delete civilian supervisory position and statistical clerk positions.
H. Property Div.	1	-	14,300	Eliminate position.
I. Investigation	4	3	26,000	Reduce service level.
J. Patrol	28	28	-	No change.
K. Training	1	0	27,284	Delete programs; consolidate in administration.
L. Administration	4	4	-	Assume direct administration responsibility for any function deleted above.
19. Fire Department				
A. Fire Suppression	30	21	251,906	Close 1 fire station or retain all stations and reduce staff complement from 3 each station to 2. Will probably result in ISO regrading and increase in fire insurance rates.
B. Training	1	-	29,698	Conduct training on company basis
C. Fire Prevention	1	-	31,000	Delete as separate function. Absorb into on-going operation.
D. Administration	1.5	1.5	-	No Change



ACTIVITY	PERSONNEL		TOTAL \$ SAVINGS	PROGRAM EFFECT
	REGULAR	JARVIS		
20. City Vehicles			147,000	Discontinue all replacement programs. Sideline vehicles not needed due to personnel reductions.



MISCELLANEOUS ACTIVITIES

TOTAL \$ IMPACT

PROGRAM EFFECT

Flea Bus System:

Final impact unknown until Jarvis initiative interpreted. No direct effect on General Fund. Estimated loss is \$.24 million. (Discontinue system and transfer remaining funds to General Fund if legally permissible).

Fee Increases:

(Note: These must be made effective prior to 6/6/78)

A. Business License	18,000
B. Public Works	69,000
C. Planning/Zoning	42,230
D. Building Codes	100,000
E. Fire Inspection Permits	-
F. Leisure Services (Fee Program)	22,000

Change to gross receipts basis (6 months only).

Increase from 3% to 5% of estimated value.

Increase to conform to surrounding city averages.

Increase fees 100 percent.

New Fee

Increase fees 25 percent to provide staff of 1.5 persons to operate fee programs.

Salary Reductions:

Negotiate with City Employees.  
Cut work week comparable amount. Attempt to schedule manpower to keep operations open 5 days/week.

5 Percent	165,000
10 Percent	330,400
15 Percent	495,600
20 Percent	660,801

Holiday Pay:

27,562

Negotiate to eliminate holiday pay in Fire Dept. Will result in decreased manpower available when holidays are taken.

Incentive Pay:

23,848

Negotiate with employee associations to eliminate this benefit. Police and Fire only.



RECOMMENDED PRIORITIES

May 4, 1978

<u>Activity Number and Name</u>	<u>Amount Saved</u>	<u>Cumulative Amount</u>
20 -City Vehicles	147,000	147,000
11 -Assistance to Civic Organizations	56,000	203,000
12B -Street Maintenance (Street Lights)	127,000	330,000
1 -City Manager	12,103	342,103
10 -Animal Control	67,008	409,111
14 -Public Works Administration	6,304	415,415
12A -Street Maintenance (Gas Tax)	215,000	630,415
5 -City Clerk	21,735	652,150
2 -Central Services	48,360	700,510
4 -Human Services	63,498	764,008
8 -Community Development	26,339	790,347
17 -City Attorney	1,500	791,847
9 -Code Enforcement	42,923	834,770
16 -Engineering	50,682	885,452
7A -Leisure Services (Basic Program)	178,271	1,063,723
7B -Leisure Services (United Youth Ctr. Lease)	11,520	1,075,243
13 -Grounds Maintenance	260,513	1,335,756
15 -Garage	20,540	1,356,296
3 -Personnel	51,600	1,407,896
6 -Finance	33,972	1,441,868
18C -Police (Jail)	18,000	1,459,868
18A -Police (Warrant Service)	6,000	1,465,868
19B -Fire Training	29,698	1,495,566
18B -Police (YBS)	84,802	1,580,368
18K -Police (Training)	27,284	1,607,652
19C -Fire (Fire Prevention)	31,000	1,638,652

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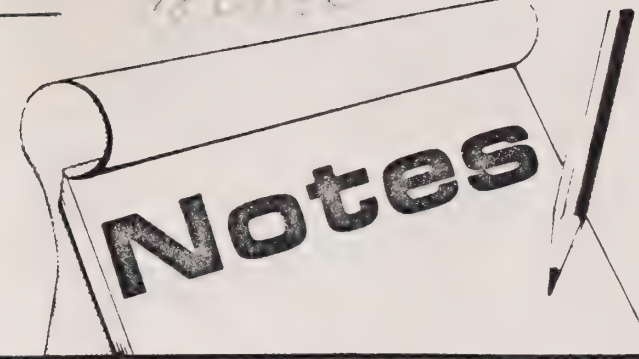


<u>Activity Name and Number</u>	<u>Amount Saved</u>	<u>Cumulative Amount</u>
18D -Police Crossing Guards (Part Time)	\$ 33,000	\$ 1,671,652
18E -Police (Traffic)	23,556	1,695,208
18F -Police (Crime Prevention)	34,605	1,729,813
18G -Police Records/Communications	36,246	1,766,059
18H -Police Property Division	14,300	1,780,359
18I -Police (Investigation)	26,000	1,806,359
19A -Fire (Suppression)	<u>251,906</u>	2,058,265
	2,058,265	

5/4/78







# Notes

## From the City Manager

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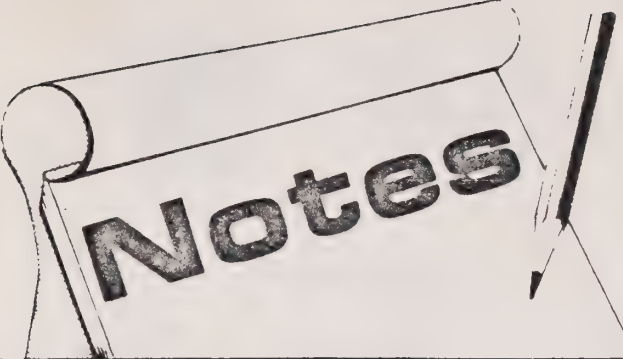
Items 1 and 2 above have been completed. I might note that I received considerable comment and suggestions from the employee organizations. Many of these suggestions were quite helpful in coming to a final recommendation and are included in the attached document. Item #3 -- the distribution of a final document to all City employees -- is attached to this memorandum. The City Council will begin public discussions as called for in Item #4 on May 8, 1978, with subsequent budget discussions on May 22, 30; June 12, 21, 26th. For those of you who are unable to attend those sessions I will keep you advised as to City Council decisions through your department heads and with future issues of these Notes.

As you read through the recommendations, I'm sure you will find items with which you disagree. It would have been much simpler (and certainly much less frustrating for me) to have simply handed the current budget to the City Council and asked for further instructions. While that may have been the simplest and least painful course of action on my part, it also would have been a most irresponsible one.

I have an obligation to advise the Council, and through them, the general public as to the means by which I believe they can best accommodate a substantial reduction in revenue. I believe it is important that you understand, therefore, the criterion I used in coming to the recommendations attached. First, I tried not to eliminate revenue-producing programs. Second, I decreased public health and safety programs as a last resort. Finally, I tried to assess which programs affect the public interest more dramatically than others. That is the way I went about assembling the recommended priority list attached to these Notes. Given the fact that Jarvis will require some reductions, I believe the public interest is best served by cutting







# Notes

## From the City Manager

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programs in the order listed on the priority sheet. There's no question in my mind that almost everyone will find some variation more to his/her liking. The ultimate and most difficult decision rests, of course, with the City Council.

As unpleasant as it may be, it is important that we begin discussing the layoff and rehiring process with employee organizations. We have been surveying other municipal jurisdictions to determine what systems appear to be most equitable. We will begin meeting with employee associations immediately in order to work out the details of such a plan. I am sure that your respective organizations will keep you advised of those discussions and I will make a point of addressing that question in subsequent issues of these Notes.

I want to express my special thanks to those employees who have taken the time to communicate their thoughts to me. There is some consolation in knowing that your fellow workers understand the need to consider city-wide priorities in place of departmental or even personal ones.





# UNION CITY

## MEMORANDUM

TO: CITY COUNCIL

FROM: BILL ZANER

SUBJECT: LAYOFF OF CITY EMPLOYEES

DATE: May 22, 1978

The following chart is designed for use in conjunction with the impact statement dated May 4, 1978. Activity numbers refer to that previous document. Positions listed below are recommended for layoff consideration should Jarvis-Gann pass:

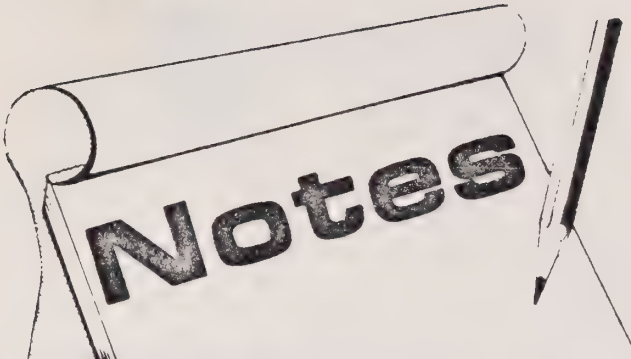
<u>ACTIVITY</u>	<u>POSITION RECOMMENDED FOR LAYOFF</u>
2. Central Services	Regular: Office Clerk CETA: None
3. Personnel	Regular: Personnel Director, Secretary CETA: None
4. Human Services	Regular: Human Services Director (vacant) Manpower Coordinator CETA: None
5. City Clerk	Regular: Secretary CETA: None
6. Finance	Regular: Office Clerk CETA: None
7. Leisure Services	Regular: Leisure Service Director Recreation Supervisor (2) Youth Program Coordinator Youth Program Director Clerk-Receptionist CETA: Recreation Center Coordinator
8. Community Development	Regular: Assistant Planner CETA: None
9. Code Enforcement	Regular: Building Inspector, Clerk-Receptionist CETA: None
10. Animal Control	Regular: Public Service Officer (2) CETA: None



TO: CITY COUNCIL  
Page 2  
POSITION RECOMMENDED FOR LAYOFF

<u>ACTIVITY</u>	<u>POSITION RECOMMENDED FOR LAYOFF</u>
13. Building & Grounds	Regular: Superintendent Maintenance I (6) Building Maintenance Worker CETA: Laborer (3) CETA: Maintenance I
15. Garage	Regular: Equipment Mechanic
16. Engineering	Regular: Associate Civil (2) Engr. Technician I (1) Public Works Inspector (1) CETA: None
18. Police	Regular: Police Officer (4) Police Sergeant (1) Property Clerk Records & Comm. Supervisor Police Services Clerk Youth Services Counselor II (2) Clerk-Receptionist (YSB) Crossing Guards (4) part-time Police Cadets (4) part time CETA: None
19. Fire	Regular: Assistant Fire Chief (Fire Prevention) Fire Captain (Training Officer) Fire Captain (3) Firefighter (6) CETA: None






# Notes

## From the City Manager

In the May 5th issue of these Notes, I attached two important documents. The first was a preliminary impact statement setting forth the effect of various reductions in City services should the Jarvis amendment pass. The second was my recommended priorities for City Council review. Both of these documents are now undergoing extensive public debate at City Council worksessions.

Attached to this issue is a third document representing a further refinement of the previous two. You will see that I have set forth my recommendations to the City Council with regard to precise positions within each department which might be subject to layoff should the Jarvis amendment pass. The Council is now in the process of reviewing this document and will be using it as one source of information in making their final decision.

As I noted previously, we have begun discussing the layoff and rehiring process with each of the employee organizations. Our Personnel Rules clearly authorize the City Council to lay off employees in circumstances such as we might face under Jarvis, however, the Rules provide no procedures or priorities for accomplishing this. The associations have been requested to make their comments and suggestions as soon as possible so that they will be included in the material we send to the City Council for their consideration on June 5, 1978. At that time it will be my recommendation that the City Council adopt a layoff and rehiring procedure as a part of our permanent Personnel Rules. If you have not had an opportunity to review the proposed Rules with your association representatives, I urge you to do so as soon as possible. If you would like a copy of the proposal for yourself, simply call my office and Bea Hernandez will see that one is made available to you. Briefly, the proposal establishes a system of "seniority" points. Each City employee receives a point for each month of full-time City service. This includes service you may have accumulated while a CETA employee, grant employee, temporary full-time, etc. If a position in your classification is to be laid off you will then "compete" with all other persons in a similar position. The proposed Rules provide that you have the right to "bump" downward under certain circumstances. I know that the proposal is not perfect. It parallels the procedures used in most public and private organizations and represents the most equitable arrangement we can come up with. As we get closer and closer to June 6th, events seem to be occurring with increasing speed. I will continue to try to keep you advised of where we are so that you are in a position to participate in this process.



BILL ZANER  
City Manager







# UNION CITY

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JARVIS-GANN INITIATIVE  
ADOPTED PRIORITY RANKINGS  
(May 30, 1973)

<u>PROGRAM</u>	<u>POSITIONS AFFECTED</u>	<u>\$ AMOUNT SAVED</u>	<u>\$ CUMULATIVE AMOUNT</u>
City Vehicles	-	147,000	147,000
Assistant to Civic Organizations	-	56,000	203,000
Street Lights	-	127,000	330,000
City Manager	Public Affairs Coordinator Administrative Intern	12,103	342,103
Animal Control	Public Services Officer (2) Part Time (2) Part Time Clerical (1)	67,008	409,111
Public Works Administration	Part Time Clerical (1)	6,304	415,415
Street Maintenance	-	215,000	630,415
City Clerk	Secretary II	21,735	652,150
Central Services	Office Clerk	48,360	700,510
Human Services	Human Services Director Manpower Coordinator	63,498	764,008
Community Development	Assistant Planner	26,339	790,347
City Attorney	Planning Commission service	1,500	791,847
Code Enforcement	Building Inspector Clerk Receptionist	42,923	834,770
Engineering	Associate Civil Engineer (2) Engineering Technician I Public Works Inspector	50,682	885,452



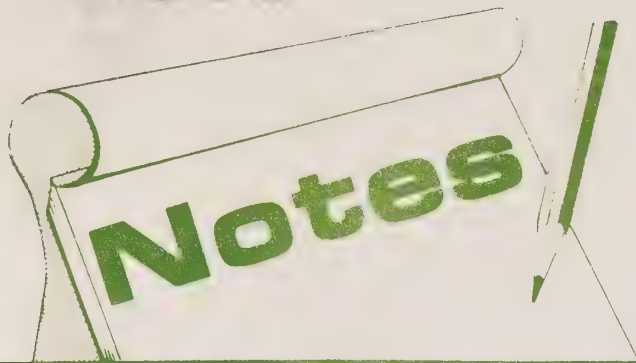
## ADOPTED PRIORITY RANKINGS

Page 2

May 30, 1978

<u>PROGRAM</u>	<u>POSITIONS AFFECTED</u>	<u>\$ AMOUNT SAVED</u>	<u>\$ CUMULATIVE AMOUNT</u>
Leisure Services	Recreation Supervisor (2) Youth Program Coordinator Youth Program Director Clerk Receptionist Recreation Center Coordinator (CETA)	142,481	1,027,933
United Youth	-	9,680	1,037,613
Grounds Maintenance	Building Grounds Superintendent Maintenance I (6) Building Maintenance Worker Laborer (3) (CETA) Maintenance I (CETA)	260,513	1,298,126
Garage	Equipment Mechanic	20,540	1,318,666
Personnel	Personnel Director Secretary II	51,600	1,370,266
Finance	Office Clerk	33,972	1,404,238
Fire	Training Officer (Captain)	29,698	1,433,936





## From the City Manager

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Following a series of public work sessions during which they received a considerable amount of input, the City Council has made some decisions on priorities should layoffs become necessary as a result of the Jarvis-Gann amendment. Attached to this memorandum is a copy of the priority list approved by the City Council.

As you recall, my best estimate of the amount of money we will lose if Jarvis passes is \$1.6 million. (We hope to have a much more precise figure from the County in the next few weeks.) You will note there is a possible savings of only \$1,433,936 if all the items on the attached priority list are actually implemented. The Council has instructed us to make up the difference by increasing certain revenues. For example, they have authorized a doubling of the business licenses; a doubling of building permit fees; an increase of some 60 percent in public works fees. By increasing these revenues we will decrease the amount we need to save through layoffs, thereby saving jobs. Our current estimate is that we will receive approximately \$250,000 from these increased revenues.

Here is the procedure we plan to use in order to make the process as orderly as possible. If the Jarvis amendment is successful on June 6th, we will distribute letters to affected employees on June 7th. These letters will indicate the options open to the employees. Layoffs would become effective with the close of business on July 7, 1978. Each employee who is affected by the layoff procedure will be provided an opportunity to meet individually with the Personnel Director. The purpose of this interview is to make sure that each employee understands his/her rights and privileges under the layoff procedure; understands the procedure for applying for unemployment insurance; and is clear as to his/her rights and obligations with regard to reinstatement. In this way we hope the transition can be made as smoothly as possible.

All of this is predicated upon two assumptions: First, that the Jarvis-Gann initiative is successful; and second, that it goes into effect on July 1, 1978. There is no guarantee that either of these will occur. Our procedure is flexible enough, however, that we are prepared for almost any eventuality. For example, if Jarvis should pass and the State of California were to subsidize cities our system allows for us to accept that money and put it to immediate use in preserving jobs.





These last few weeks have been a difficult time for us all. All of the services we provide to the public are important and necessary. That is one of the reasons why it has been so difficult to come up with a priority list - let alone one which pleases everyone. I wrote in the May 5th issue of these Notes that one of the critical criteria we need to use in establishing priorities is the issue of public health and safety. Cities were formed for that basic and fundamental purpose. Modern cities do much more - but they can do no less! Anyone of us might have "rearranged" the priority list in some different way. I believe, though, that if we put aside our City employee status for a moment and confront the issue as an "ordinary" citizen we would have been forced to the conclusion, as were the members of the City Council, that public health and safety services must be considered first.

Every effort will be made to preserve jobs. To this end, whenever we can divert money back to the general fund we will do so and make the appropriate rehires.

A handwritten signature in dark ink, appearing to read 'Bill Zaner', with a long, sweeping horizontal line extending to the right.

BILL ZANER  
City Manager





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RULE XIII

LAY-OFF

Draft

SECTION 13.0 NOTICE TO APPOINTING AUTHORITY

Pursuant to Section 2.40.100, of Ordinance No. 149-76, the City Council may abolish any position or employment in the competitive service and the incumbent(s) of such positions may be laid off, demoted, or transferred, without disciplinary action. The City Council shall notify the Appointing Authority of the intent to lay-off whenever such determination is made in the interest of economy or whenever the necessity for the position(s) no longer exists.

The Appointing Authority shall immediately notify all employees and recognized employee organizations of the proposed action and allow reasonable time for employee response. Such notification shall include notice of all public hearings regarding the action.

SECTION 13.01 AMENDMENT OF AUTHORIZATION PLAN

The Authorization Plan shall be amended according to City Council instructions regarding departments, functions, and classifications subject to lay-off. Positions subject to lay-off shall include C.E.T.A. and other grant funded positions. The criteria applied in determining particular employees to be laid off, transferred, or demoted, shall be





those specified in the Lay-Off Procedure of these rules.

## SECTION 13.02 LAY-OFF PROCEDURE

1. Lay-off shall be on a city-wide basis by prescribed classification. Lay-offs involving C.E.T.A. and other grant funded positions shall be consistent with applicable federal regulations.
2. No regular employee in an affected class shall be laid-off while there are employees with non-regular status in the same class. Employees with non-regular status in an affected class shall be laid-off in the following order: emergency, seasonal, temporary, grant-funded, provisional and probationary.
3. If authorized part-time positions remain after the abolishment of full time regular and non-regular positions, the part-time position shall be offered to the next eligible full time employee within that class.
4. The order of lay-off by class in any status group shall be in reverse order of total seniority points.
5. Seniority points shall be computed on the basis of one point for each month of the total full time City service, including the time spent in probationary, provisional, temporary or grant funded status. Employees hired between the 1st and 15th of any given calendar month shall be credited with one





full month of service for that month. Employees hired between the 16th and 31st of any calendar month shall have the succeeding month credited as first full month of service. Leave without pay for other than job related injury shall not be included as service time.

6. In the case of two or more employees having the same seniority point ratings for a given class, the order of lay-off shall be determined, first by the precise date of original hire into City service as a full time employee and second by lot.
7. An employee who is laid-off has the right of displacement over employees in successive lower classes, provided the following criteria are met:
  - a. the total seniority points exceed the total seniority points of at least one employee in the next lower class;
  - b. the employee meets the full requirements of the position being considered.
  - c. the employee has either served in the class or in a class senior or supervisory to the class being considered.





8. In making lay-offs, the Appointing Authority shall first communicate to the Personnel Director the class(es) of positions to be considered. The Personnel Director shall provide to the Appointing Authority a list of employees compiled on a city-wide basis who will be affected by the proposed lay-off, together with designation of total seniority points. The Appointing Authority shall assign remaining staff to existing functions and services in a manner which in his/her opinion best reflects the organizational needs and priorities.
9. An employee may waive appointment to a part-time position or to a position status which differs from his normal appointment without jeopardizing any reinstatement rights.

#### SECTION 13.03 NOTIFICATION OF LAY-OFF AND CALL BACK

1. City shall provide thirty (30) days written notice to employees affected by a contemplated lay-off. Similar notice shall be provided to the recognized employee organization, if any, representing the class so affected.
2. It is the responsibility of the employee who has been released from service on lay-off to keep the City informed as to address and telephone number. City will send notice of call-back to last address





of record, but has no responsibility to attempt to trace an employee if such notice is not delivered by the Post Office.

3. City will notify the released employee of call-back after lay-off by certified mail to last address of record. Employee has ten (10) work days in which to notify the City by mail, telephone or otherwise, regarding the intention to return to position offered. If, at the end of ten (10) work days from date of notice, no response has been received from the employee on lay-off, the City will be entitled to fill the positions in the following order:
  - (a). the laid-off employee next in line for recall, if available for work,  
or
  - (b). if the re-employment list has been exhausted, pursuant to Personnel Rule VII, Certification and Appointment.
4. Any employee who declines reinstatement to his/her former class and status for a total of three times shall have his/her name removed from the reinstatement list.
5. An employee may waive reinstatement to a position which differs from the class and status of the employee prior to lay-off, without loss of position on the reinstatement list.





6. An employee who is laid-off shall be given, at the time of separation, the same medical examination which will be given when the employee is rehired. This physical will be called the "Exit Physical".
7. The right of reinstatement is contingent upon the ability of the employee to meet the physical and other qualifications of the position to which the employee is being returned. An employee to be rehired must pass a medical examination.

#### SECTION 13.04 RE-EMPLOYMENT RIGHTS

1. Any employee laid-off or demoted in lieu of lay-off shall be placed on re-employment lists in order of total seniority points computed as outlined in the Lay-Off -Procedure, and shall remain on such lists for a period of two (2) years. If re-employed, the period of time for which the employee was laid-off shall be credited ONLY for the purpose of calculating eligibility for vacation increments derived from length of continuous service. Nothing herein shall require the City to make contributions on such employee's behalf to the Public Employees' Retirement System for the period of lay-off or to credit his account with sick leave or vacation hours which would have been earned had the employee actually been in the employ of the City during the period of lay-off.
2. Employee(s) hired following lay-off shall be





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considered as having been on leave without pay  
for the period of lay-off and shall be reinstated  
to their employment status prior to the lay-off.

3. Upon reinstatement employee shall be credited with any  
sick leave which was accumulated prior to the lay-off.
4. Lay-off time which exceeds 30 days shall cause the  
anniversary date of the employee to be adjusted  
commensurate with the length of absence from work,  
except for the purpose of determining vacations as  
set forth above.
5. A rehired employee shall be paid at the current  
rate for the position to which hired.

SECTION 13.05 APPEAL

Any employee who receives a notice of a specific  
action under this lay-off procedure may appeal  
under the provisions of Rule XII Grievance  
Procedures of the Personnel Rules. Appeal rights  
include the right of employees to challenge  
seniority rating determinations.

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